

San Francisco Bay Conservation and Development Commission

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September 7, 2018

TO: Design Review Board Members

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SUBJECT: Alameda Marina Mixed-Use Development; Second Review (Application Pending)
(For Design Review Board consideration September 17, 2018)

Project Summary

Project Proponents & Property Owners. Pacific Shops, Inc. ("PSI") and City of Alameda ("City")

Project Representatives. Sean Murphy, Alameda Marina/Pacific Shops, Inc. (Owner/Lessee and Developer); Charles Olson, Lubin Olson (Attorney); David Burton, KTGy (Architect); Clay Fry, Studio fcf (Architect); Bill Smith, Smith+Smith (Landscape Architect); Josh Burnam, Anchor QEA (Consultant); and Angelo Obertello, cbg (Civil Engineer)

Project Site. The approximately 44-acre project site is located at 1815 Clement Avenue, on the north waterfront of the City of Alameda, Alameda County. The project site is bounded by the Oakland Estuary to the north, the U.S. Navy Operational Support Center to the east, Clement Avenue to the south, and a City-owned parcel to the west, which includes the Alameda Municipal Power Department and the Grand Street public boat launch facility along the Bay.

The project site consists of public tidelands and privately owned land (including submerged land). Approximately 27 acres of the project site is owned in fee by PSI. This includes most of the upland portion of the site, as well as a portion of the marina and graving dock structure, both of which are located in the Bay. The remainder of the project site, including the majority of the site within the Bay and along the shoreline, is owned by the City and leased to PSI.

Existing Conditions (Exhibit 4). The site was first developed in 1914 as a shipyard, and later expanded, most significantly in the 1940s to support wartime shipbuilding. A remnant graving dock remains at the site from this period, as do roughly 30 buildings that were constructed for the shipyard expansion. Starting in the 1960s, much of the shipbuilding infrastructure was removed, and the site was used primarily for boat repair and maintenance, upland storage, light industry, and a boat marina.

The marina covers approximately 17 acres of the project site, including 11 piers and approximately 530 boat slips. The land portion of the site contains approximately 250,000 square feet of maritime, commercial and retail, warehouse and storage uses, including dry storage for boats and recreational vehicles, such as sail and motor boats. Approximately 83 percent of the land portion of the site is paved in asphalt or concrete and used mostly for circulation or outside storage for boats and recreational vehicles. There are approximately 37 buildings on the site, which cover about 16 percent of the total land area. The site has entrances along Clement Avenue at Stanford, Chestnut, and Schiller Streets, but mostly the site is not visible from the street due to the presence of buildings and fencing.

Much of the shoreline infrastructure along the approximately 4,000-foot-long edge has exceeded its useful life and shows sign of deterioration. Many wooden piles supporting wharf decks or floating docks are experiencing dry-rot, and the project proponents indicate that various existing wharf decks along shoreline have been deemed unstable and too dangerous for public access. Shoreline protection at the site is comprised of various types of existing rip-rap slopes, timber, steel, and concrete seawall construction, and this system is likewise degraded and has failed at various locations along the shoreline.

Public access is provided pursuant to BCDC Permit No. 1988.025.01 along 355 feet of shoreline at the project site, and is available to the public between 8:00 a.m. and 5:00 p.m. daily through an access gate at the intersection of Clement Avenue and Stanford Street. Shoreline public access extends approximately 9 to 20 feet inland of the bulkhead. The approximately 4,085 square feet of public access at the project site includes walkways along the shoreline adjacent to the marina gangway, two picnic tables and trash containers, three benches, and 520 square feet of landscaping (Attachment A and B).

Proposed Project (Exhibits 5-7). The proposed project would redevelop the site to allow for a mix of uses including maritime, marina, commercial, retail, residential and open space. Specific project elements are as follows:

1. **Maritime and Commercial Development and Adaptive Reuse (Exhibits 9 -11).** The project would provide up to 250,000 square feet of maritime and commercial space which would be clustered primarily within a “commercial core” along Shiller and Lafayette Streets. This space would be located within four proposed new commercial buildings—each two- to three-stories tall and ranging from 2,600 to 42,000 square feet in size—as well as within 11 existing buildings at the site, which would be adaptively reused. Approximately 250 people would be employed at the project site at full build-out. The proposed project would include approximately 60 dry boat storage spaces and approximately 348 public parking spaces in total, to replace a 250-stall dry boat storage space.
2. **Residential Development (Exhibit 15).** The project would provide up to 760 residential units, including 104 affordable units. At full build-out, the project would house approximately 1,932 people. The project proponents are considering three types of residential buildings: (1) townhomes, (2) stacked flats, and (3) wrap buildings. Where residential buildings sit within the 100-foot shoreline band or interface with open space areas and the Bay Trail, building setbacks averaging 10 feet will act as the transitional zone between public and private realms and provide room for planting and site elements that will delineate between public and private spaces.

The townhome buildings would be typically 2 to 3 stories tall, with individual units ranging from approximately 1,200 to 2,300 square feet in size and containing 2 to 4 bedrooms, and located adjacent to the Graving Dock Waterlife Park, the Harbor View Park, and the Wharf Promenade. The stacked flat buildings would be typically 3 to 4 stories tall, with individual units ranging from approximately 1,200 to 2,200 square feet in size and containing 2 to 4 bedrooms, and located adjacent to the Wharf Promenade. Wrap buildings would be typically 4 to 5 stories tall, with individual units ranging from approximately 700 to 1,100 square feet in size and containing 1 to 3 bedrooms and studios, and located adjacent to the Wharf Promenade.

The buildings along Clement Avenue would have front doors, decks and balconies that face onto Clement Avenue. There would also be multiple access points into the site once new roads are established to connect existing roads that run north to south. New view corridors would also be established by creation of these roads and new pedestrian passages into the project site. Proposed buildings are set back approximately 9 feet to 12 feet from the back of the sidewalk to allow for planting between buildings and sidewalks (Exhibit 6).

3. **Public Access and Open Space Areas (Exhibits 8-14).** The project would provide public access along approximately 4,000 feet of the shoreline and public access areas totaling 3.45 acres for the entire project site. The Bay Trail running through the maritime and commercial core has been excluded from the overall open space calculation.¹ Public access improvements proposed include a new segment of Bay Trail, access at the existing wharfs, the new Harbor View Park, and access improvements at the graving dock.

Public access improvements are proposed at the following areas:

- a. **Commercial Core Area (Exhibits 9-10 and 17).** This area is envisioned as a working waterfront, which while allowing public access along pedestrian corridors, may include limitations on access as necessary to ensure safety among the various users. The area would consist of a plaza and park area, in addition to the working dock. The area in front of Building 19 is the Maritime Yard, which provides outdoor land space for maritime and marina activities as needed. While designated firstly for maritime and marina use, the Maritime Yard is proposed to be publicly accessible allowing the public travel through the site to observe maritime marina activities occurring in the space. The maritime yard will be hardscaped and designed to feel like an outdoor extension of Building 19.
- b. **Wharf Promenade (Exhibits 11 and 16-17).** The existing long wharf would provide approximately 32 bike parking spaces (16 racks for 2 bikes each), approximately 18 benches, and approximately 700 linear feet of built-in wood bench seating, a multi-use recreational promenade, public art, marina artifacts, a “nautical landscape,” pedestrian plazas, a history kiosk, and gathering areas for small groups, and would provide approximately 1.25 acres of public access.

¹ When the Board first reviewed the project on March 5, 2018, the project design included public access areas totaling 4.25 acres. The design before the Board today includes public access areas totaling 3.45 acres.

- c. **Harbor View Park (Exhibits 12- 13 and 18-19).** The new Harbor View Park would approximately 7 park benches, approximately 10 picnic tables and 5 barbeques, passive recreation space, a shade structure, benches, large and small group gathering areas, a public lawn, and a multi-use plaza, and would provide approximately 1.2 acres of public access. A 48-space public parking lot would be located inland, adjacent to the park. Approximately 16 bike parking spaces (8 racks for 2 bikes each) would be shared between Harbor View Park and Waterlife Park. (This area includes the existing required public access.)
- d. **Graving Dock Waterlife Park (Exhibits 14 and 20-21).** The proposed park includes recreational facilities within the Bay in the area of the historic graving dock and an approximately 0.85 acres of public access upland area. In the Bay, an approximately 8,665-square-foot accessible floating dock is proposed for pedestrian access to the water, launching of kayaks and stand-up-paddle boards, and other recreational uses. The upland area of the park includes a 16 foot-wide Bay Trail segment along the perimeter of the graving dock, short-term boat storage facilities, concession and rental facilities, a public restroom, and planting areas adjacent to the Bay Trail ranging from 17- to 30-feet wide, which would buffer the public access areas from adjacent townhouses. Approximately 16 park benches and approximately 300 linear feet of built-in wood bench seating would be included in the Waterlife Park. A planted slope or tiered edge transitions the approximately 2.9-foot grade change between the finish grade (El. +13.5 ft) ² and the existing edge of the graving dock (El. +10.6 ft). A footbridge would span across the graving dock, creating a loop trail around the graving dock at the finish grade elevation. A dog-friendly area is proposed at the triangular area at the northeast corner of the upland area.

In response to the comments received at the March 5, 2018, Design Review Board meeting, the project sponsor has: (1) widened the Bay Trail from 5 to 14 feet in width at the western portion of the project site (between the Grand Marina Village project and Grand Street boat ramp to the west, and the Harbor Master's building); (2) extended the Bay Trail around the eastern end of the graving dock to the property line at the Navy Operational Support Center, in the event that a future connection can be established; and (3) realigned the Bay Trail segment by the Harbor View Park closer to the water's edge. The project proponents have also developed a protocol (Exhibit 27) for how and when the Bay Trail would be temporarily closed during boat hoist operations and proposed an alternative route during these times.

- 4. **Street Grid and Circulation Routes (Exhibits 6 and 15).** The project would continue the City's existing street grid through the site along extensions of Schiller, Lafayette, Stanford, and Willow Streets, and additional access by Alameda Marina Drive. Emergency Vehicle Access (EVA) would be provided between Chestnut Street and Stanford Street. New streets would have minimum 5-foot-wide sidewalks and crosswalks at every intersection. View corridors are proposed along the alignment of Union and Chestnut Streets. A 12- to 16-foot-wide Bay Trail is proposed running

² All elevations in NAVD88

primarily along the shoreline. The Bay Trail will connect to the Grand Street boat launch to the west. At the site's eastern edge, the Bay Trail will extend along the shoreline to the neighboring U.S. Navy facility and, although shoreline access is not currently available there, could provide a future connection to that site. The Bay Trail will also turn back through the site near the eastern edge and connect to Clement Avenue and, including its adjacent planting area, would total approximately 0.15 acres of public access. A dedicated bicycle lane will be provided along Clement Avenue.

5. **Marina (Exhibits 9-13, 17, and 19).** Approximately 4,500 square feet of "stub" nearshore pier structures and a boat yard "elevator" would be demolished. The earlier DRB submittal assumed that approximately 16,650 square feet of pier stubs and near shore docks would be removed; the current estimate for these categories of fill removal is approximately 11,071 square feet, or approximately 5,579 square feet less fill removal than previously estimated.

The boat hoist would be relocated. Floating headwalks would be installed. No additional slips would be added beyond the 530 existing, however certain slips and piers would be reconfigured, in some cases to allow for larger boats. The marina would be dredged as part of this redevelopment. The project proponents propose that up to 10 percent of the boat berths in the reconfigured marina would be for live-aboard boats and the project would include the installation of facilities to support live-aboard uses, including restrooms, showers, garbage disposal facilities, and parking.

6. **Shoreline Protection (Exhibits 10 and 13).** The project would repair or replace seawalls, bulkheads, and revetments along 4,000 feet of the shoreline. New seawalls and revetments would be placed on the outside face of existing walls. Approximately 59,788 square feet of fill is proposed for shoreline protection work (which is an increase from the 11,750 square feet of fill proposed at the prior DRB review. The significant increase reflects a change in the type of shoreline protection from a wall to a sloped bank.)

Existing Approvals and Proposed Construction Timeline. On July 24, 2018, the City of Alameda approved the Alameda Marina Master Plan and a density bonus application for the project, and certified the Final Environmental Impact Report for the project. The project proponents, PSI and the City, have applied for a major permit to BCD, which is currently pending. Construction is anticipated to occur between 2019 and 2024.

Phasing (Exhibit 28). The project may be constructed and occupied in phases. The anticipated phasing is four phases as shown on the phasing diagram and is as follows:

- a. Phase 0: Boat marina and associated in-water improvements and upgrades, and shoreline stabilization and improvements. This phase runs in parallel to Phases 1, 2, and 3.
- b. Phase 1: Maritime and Commercial Core and Multifamily Residential High Density, and Waterfront Open Space, covering the approximate area between Minturn Street and Lafayette Street.

- c. Phase 2: Multifamily Residential, Multifamily Residential Medium Density, Waterfront Open Space, and Open Space covering the approximate area between Chestnut Street and Willow Street.
- d. Phase 3: Multifamily Residential High Density, Waterfront Open Space, and Open Space covering the approximate area between Lafayette Street and Chestnut Street.

Shoreline and land-side infrastructure improvements would occur in each phase, as necessary. The anticipated phasing may have sub-phases and may be adjusted due to economic conditions or land acquisition timing. There is no further information on interim uses of areas included in later phases.

Operations and Maintenance. Thus far, the project proponents are still considering the parties responsible for ongoing operation and maintenance of the public access areas. The project proposes to establish a community facilities district and/or an owners' association that will collect funds in order to manage the open space that is for the benefit of all owners.

Resilience and Adaptation to Rising Sea Level (Refer to Sea Level Risk Assessment and Strategy Memo dated September 5, 2018). Base Flood Elevation at the site is designated as El. +10 ft NAVD88. The proposed project will be designed such that the proposed public access areas, streets and building sites will be raised to a minimum El. +13.5 ft to provide flood protection, considering 3.5 feet of future sea level rise of for the anticipated life of the project (75 to 100 years). These areas would be designed to tolerate periodic flooding and storm activity. Shoreline design would also accommodate future adaptive measures for potential future sea level rise in excess of 3.5 feet. The proposed new buildings would be raised to establish the minimum habitable floor elevation at El. +14 ft.

While the project would be designed to tolerate periodic flooding, occasional inundation of portions of the project site is anticipated as sea levels rise. Based on Sea Level Rise (SLR) projections for medium-to-high risk aversion scenarios from the Ocean Protection Council for this site, all proposed shoreline areas at the site would be resilient to a 100-year flood event in the year 2050 (SLR projection of 1.9 feet), except for the existing Buildings 14, 25, and 26, which would be inundated under those conditions. The wharf structure included in the public access area (El. 12 ft) would be inundated during a 100-year flood event by the year 2060 (SLR projection of 2.6 feet).

The proposed flood and sea level rise protection measures with elevated shorelines and/or floodwalls are now designed for sea level rise of a minimum height of 3.5 feet (which is an increase of 6 inches from the project sponsor's prior presentation of 3 feet to align with recently released guidance from the State).

The entire site would be inundated under the circumstances of a 100-year flood event in the year 2100 (SLR projection of 6.9 feet High Emissions Scenario) for the proposed initial project design. Adequate land and right of way is proposed to be preserved along the shoreline to accommodate further elevated shorelines and/or floodwalls in the future should it be necessary to further manage and adapt to sea level rise. The adaptive strategies would include implementation of floodwalls, earthen berms, elevated wharves and other stormdrain system enhancements. Portions of these adaptive measures include repurposing areas currently proposed to be public access areas for berms or other flood protection.

The project proposes to establish a community facilities district and / or owners' association that will be responsible for monitoring sea level rise. This would include monitoring scientific guidance and updates on sea level rise, as well as commissioning periodic shoreline condition assessments by a coastal engineer to document the physical effects of sea level rise and life expectancy of the shoreline protection measures. The district or association would also be responsible for collecting and managing reserve funds from the properties to implement the adaptive measures in the future when they are determined to be necessary.

Summary of Board Comments from Prior DRB Meeting (See Response Letter dated September 5, 2018). The Design Review Board conducted their first pre-application of the proposed project on March 5, 2018, and made comments regarding the nature of the public access and the intensity and nature of the uses associated with the development and the relationship between the working waterfront, residential buildings, and public access areas, circulation through the site, and long-term flood strategies and their funding mechanisms. The Board also requested that the project proponents include City of Alameda participation at the next DRB meeting. The project proponents have provided responses to the 17 Board Questions under "Board Discussion" and the comments made during the "Public Hearing" of approved minutes of the March DRB Meeting.

Commission Findings, Policies & Guidelines

Physical and Visual Access. The San Francisco Bay Plan (Bay Plan) policies on Public Access state, in part, that "maximum feasible access to and along the waterfront and on any permitted fills should be provided in and through every new development in the Bay or on the shoreline..." Bay Plan policies on Appearance, Design, and Scenic Views state, in part: "All bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay..." The Commission's Public Access Design Guidelines state, in part: "View opportunities, shoreline configuration and access points are factors that determine a site's inherent public access opportunities." The guidelines also state that viewing the Bay is the "most widely enjoyed 'use' and projects should be designed to "enhance and dramatize views of the Bay."

The Bay Plan Recreation policies state, in part, that "[d]iverse and accessible water-oriented recreational facilities...should be provided," and that waterfront parks "should emphasize hiking, bicycling, riding trails, picnic facilities, swimming, environmental, historical and cultural education and interpretation, viewpoints, beaches, and fishing facilities." Where practicable, the policies state that "access facilities for non-motorized small boats should be incorporated into waterfront parks." Additionally, parking that accommodates expected use should be provided, as well as "launching facilities, restrooms, rigging areas, equipment storage" and should be accessible to ensure boaters can easily launch their watercraft.

The proposed project provides public access along the shoreline running the length of the project site. At its narrowest point, at the western edge of the project site, this access is approximately 14 feet in width. Access is also provided at a new pedestrian plaza within the commercial core of the site, at existing wharf structures, and within the new Harbor View Park and Graving Dock Aquatic Park. Small human-powered boats would launch from a floating dock located within the graving dock.

In extending the north-south street grid through the project site at Willow, Stanford, Lafayette, and Schiller Streets, and by providing view corridors at Chestnut and Union Streets, additional visual transparency is achieved at the site compared to the walled-off condition that exists today along much of Clement Avenue.

Sense of Place and Historic Interpretation. The Bay Plan policies on Recreation state: “Interpretive information describing the natural, historical, and cultural resources should be provided in waterfront parks where feasible.” The Commission’s Public Access Design Guidelines state, in part, that public access spaces should create a “sense of place” and should be designed in a manner that “feels public,” that is, “in a way that makes the shoreline enjoyable to the greatest number of people.”

The Public Access and Open Space plan for the proposed project indicates that marina artifacts, a “nautical landscape,” and a history kiosk would be provided at and around the long wharf.

Circulation. The Bay Plan policies on Public Access state, in part that “[i]mprovements should be designed and built to encourage...movement to and along the shoreline...” and that “[a]ccess to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where convenient parking or public transportation may be available. Diverse and interesting public access experiences should be provided...” The Commission’s Public Access Design Guidelines state, in part, that a shoreline development should “...provide a clear and continuous transition to adjacent developments,” “use local public street networks to inform shoreline site design and to extend the public realm to the Bay,” and “provide connections perpendicular to the shoreline.”

As discussed above, the proposed project would extend the City’s north-south street grid at Willow, Stanford, Lafayette and Schiller Streets. The primary east-west connection across the site would be the Bay Trail. The Bay Trail would connect from the Grand Street boat launch at the western side of the project site to the Navy facility to the east of the site. Because no shoreline access is provided at the Navy facility, the Bay Trail is also proposed to connect to Clement Avenue with a 12-foot-wide segment, following the alignment of the graving dock.

Sea Level Rise. The Bay Plan policies on Public Access state, in part, that “...public access should be sited, designed, managed, and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding,” and that “[a]ny public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby.”

As discussed above, the proposed project would elevate most new public access and recreation areas and buildings to be resilient to SLR of 3.5 feet during storm events. The Wharf structure would be resilient to SLR projections for mid-century, but could be inundated during storm events by 2060. The project site is proposed to be adaptable to SLR higher than 3.5 feet using adaptive strategies that may include implementation of floodwalls, earthen berms, elevated wharves and other storm drain system enhancements.

Board Questions

The Board’s advice and recommendations are sought on the following issues regarding the design of the proposed public access:

Physical and Visual Access:

1. Is the proposed public access—in terms of area and the amenities provided—sufficient to accommodate the expected level of use from new residents, employees, and visitors to this segment of the shoreline?
2. Does the design include the appropriate sort of amenities for the public at this location, and will it feel inviting to the public?
3. Does the design create clear delineations between public areas and private development? Are there areas of potential conflict between these uses, and if so, how could they be resolved?
4. Is there adequate and appropriately sited public parking provided for the public amenities at the site?
5. Will adequate public access areas be provided with each phase of development?
6. Does the Board have advice on site furnishings, signage, planting, or lighting such that the public spaces are inviting and enjoyable to the greatest amount of the public?
7. Does the Board have advice on the maintenance and management of the public access areas?

Sense of Place and Historical Interpretation:

8. Does the design take advantage of the unique historical features in its design, or are there additional opportunities to enhance the public’s understanding of the site and its relationship to the Bay?

Circulation:

9. Does the proposed project provide clear connections for all users to the Bay from Clement Avenue, and otherwise maximize the opportunities for the public to access and view the Bay?
10. Does the design minimize the potential for conflicts among pedestrians and cyclists within the shoreline open space area?
11. Is the Bay Trail, which ranges from 12 to 16 feet in width, designed to adequately provide for the anticipated level of demand at this location, and does it follow the best possible route through the project site?
12. Is the proposed detour for the Bay Trail at the Boat Hoist appropriate and clear in its alignment?

Sea Level Rise:

13. What are the potential adverse effects to the proposed public access improvements from anticipated sea level rise, and what are appropriate design responses to achieve resiliency to, or adapt to, these conditions?



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Public Access

Priority Use Areas

Waterfront Park, Beach

Existing

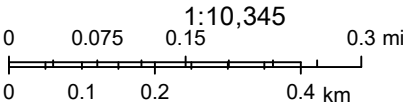
Existing

Proposed

Existing Launch/Destination

Bay Trail

Water Trail



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REQUIRED PUBLIC ACCESS AREAS

Attachment B DRB Staff Report Alameda Marina March 5, 2018

Graving Dock

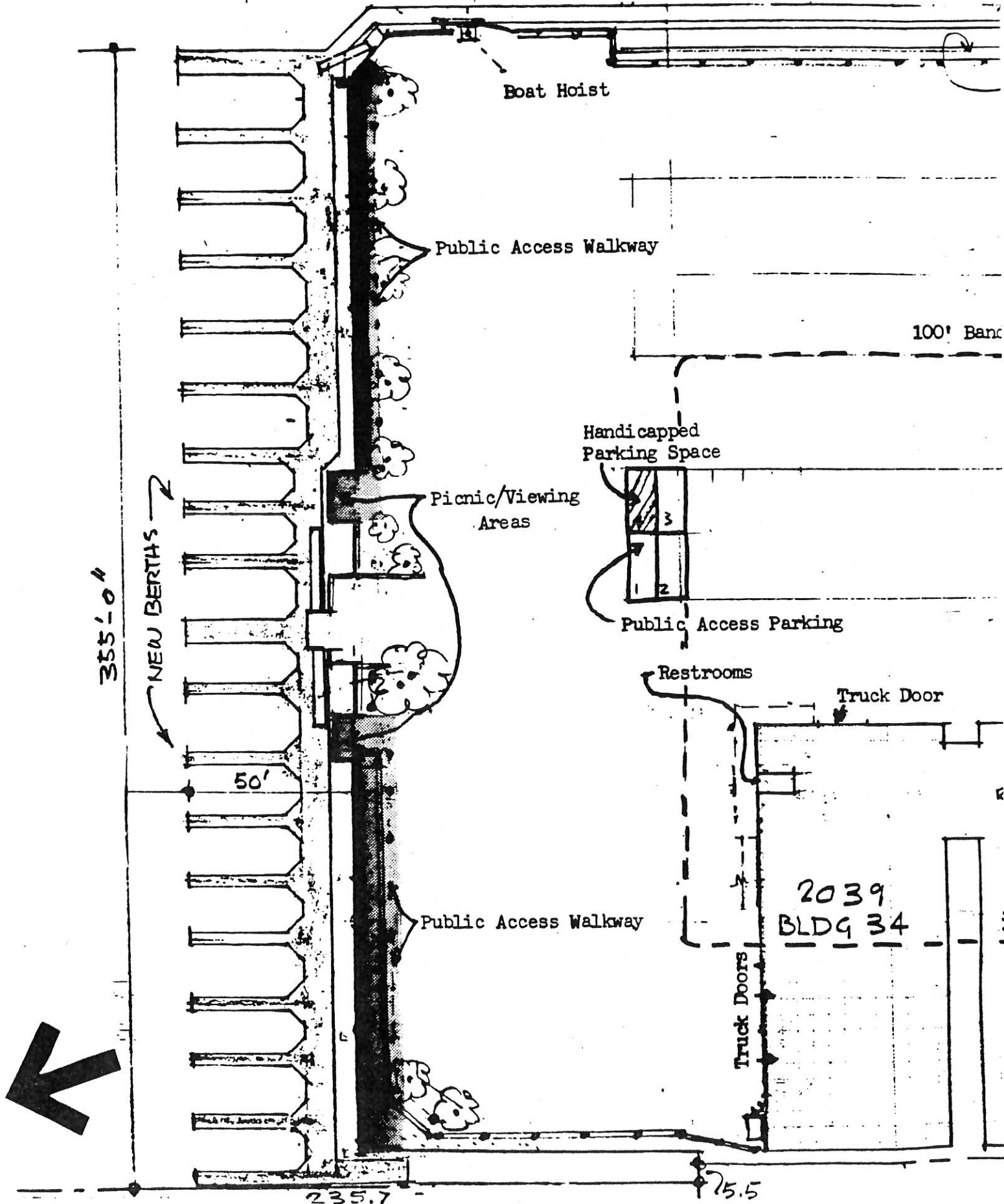


EXHIBIT A